

CRS Report for Congress

Annual Report of the Congressional Research Service of the Library of Congress for Fiscal Year 1997

**to the
Joint Committee on the Library
United States Congress**

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Section 321
Public Law 91-510**

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Director**

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The Congressional Research Service works exclusively for the Congress, conducting research, analyzing legislation, and providing information at the request of committees, Members, and their staffs.

The Service makes such research available, without partisan bias, in many forms including studies, reports, compilations, digests, and background briefings. Upon request, CRS assists committees in analyzing legislative proposals and issues, and in assessing the possible effects of these proposals and their alternatives. The Service's senior specialists and subject analysts are also available for personal consultations in their respective fields of expertise.

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I. SERVICE TO THE CONGRESS

The Congressional Research Service provides the Congress with comprehensive and reliable legislative research, analysis, and information services that are timely, objective, nonpartisan, and confidential. CRS works exclusively and directly for the Congress, with the sole mission of contributing to an informed national legislature by providing services to Members in their representational, legislative, and oversight responsibilities.

During fiscal year 1997 CRS offered a variety of services and products to the Congress ranging from expert technical analysis on key issues to background information for general distribution.

CRS services spanned a broad spectrum: in-depth analytical reports, memoranda written in response to specific questions, issue briefs that track legislative action or rapidly moving issues or events, policy research and legal analysis, assistance to committees, personal briefings for Members by CRS staff, and seminars and workshops on selected topics.

Senior CRS analysts and information specialists offered a valuable institutional memory for the Congress on particular issues and statutes. This function was carried out in various ways -- through committee consultations, personal briefings, telephone conversations, and during meetings with committee members or staff working on legislative amendments; these congressional staff were able to draw upon CRS analysts' knowledge of issues and the Service's nonpartisan account of a previous Congress's work as they addressed similar issues and reauthorization questions.

FACILITATING LEGISLATIVE ACTION

CRS worked closely with Members and staff at all stages of the legislative process, from the development of proposals, to the preparation of hearings and suggestions for witnesses, to markup and the writing of committee reports, to final floor consideration. Even after a law was enacted, CRS provided insight regarding implementation and assistance with oversight. CRS sought to define complex issues in clear and understandable ways, identify the basic causes of the problems under consideration, and highlight available policy choices. Drawing on the resources of the Library of Congress, the academic community, executive branch agencies, the private sector, and other information sources, CRS presented alternatives for congressional action -- and traced the potential effects of action. Throughout this process, the Service drew from the best sources possible and structured analysis for effective use in the legislative process.

The Service is organized to be readily accessible and responsive. When appropriate, CRS addressed legislative issues in an interdisciplinary and integrative manner, applying the expertise of its divisions -- economics, science, government, education and public welfare, foreign affairs and national defense, environment, law, and reference and information -- to answer congressional requests. CRS experts were ready to brief Members and discuss subjects of legislative concern, provide policy options and be an institutional memory resource, whether in person or by telephone.

IMPROVEMENTS IN SERVICE AND RESPONSIVENESS

A continuing goal of the Service in the past few years has been to take advantage of all available format and technologies in order to serve the changing needs of the Congress. During FY1997 CRS took measures to improve its responsiveness to congressional legislative requests and expanded its outreach to new Members and their congressional staff.

In preparation for the First Session of the 105th Congress, the Service began an outreach effort to acquaint new Members and their staff with the range of services and products CRS provides. The effort began with development of new materials and reports illustrating the range and depth of CRS expertise and outlining the many ways to access services and products. Teams of analysts, whose subject areas of expertise matched the interests of the offices they visited, briefed new Member offices that responded to the CRS invitation for in-person office visits — more than forty members and 300 congressional staff received briefings. The CRS director continued this effort throughout the year by personally visiting a number of Members.

CRS conducted the official public policy orientation programs for new Members of both Houses of Congress. At the request of the Senate Committee on Rules and Administration and the joint Senate leadership, the Service developed and conducted a policy orientation for new Senators of the 105th Congress. Sessions addressed budget issues, tax policy, foreign and defense policy, entitlements, drugs, terrorism, and organized crime. In collaboration with the Committee on House Oversight and the joint House leadership, and building on its years of experience presenting new Member orientation programs, CRS for the first time conducted the official seminar on congressional issues for new Members of the House of Representatives focusing on the House legislative agenda and tailored for the incoming class of lawmakers.

Other CRS efforts during FY1997 focused on meeting the needs of the Congress with fewer resources. CRS established a strategic framework to review the array of services provided and the allocation of resources to conduct, manage, and support the legislative research process. With the support of the Congress, the Service also modified a number of services and worked to manage resources responsively and responsibly. These changes were designed to maximize support for the legislative work of the Congress, create efficiencies and economies, minimize service disruption, and take advantage of technological developments.

The Service also helped with the inauguration of the Legislative Information System — the new information retrieval system used exclusively by the Congress — and added a number of enhancements to the CRS Home Page. Planning for the future included implementation of the succession initiative and a study to ensure security of computer and information systems. These efforts to improve CRS service are described in the sections that follow.

INDICATORS OF CRS PERFORMANCE AND PRODUCTIVITY

CRS provided analysis, information, and services to the Congress in FY1997 on 531,000 occasions (see table below). These included nearly 138,000 requests for analysis, information, and research, of which there were approximately 2,700 custom, confidential memoranda; 45,000 responses by telephone; and 3,000 in-person briefings and consultations. There were almost 74,000

requests for copies of specific CRS or other material; 139,000 visits to CRS reference centers; and 11,000 participants in CRS seminars and training events.

FY1997 also saw 169,000 congressional uses of CRS electronic and telephone automated services. This last number reflects more than a 250 percent increase from the same number of electronic and telephone automated services last year (65,000).

Table 1. CRS Products and Services for Congress, FY1997

Products and Services	Total
Total Completed Requests and Services Provided	531,162
Analysis, information, and research requests ^a	137,930
Cited material and CRS product requests	73,594
Reference Center direct requests and self-service	139,113
Seminar, institute, and training participants	11,202
Client use of CRS electronic services	169,323
Custom Products and Services	
Custom writings prepared	2,704
In-person briefings and consultations completed (number of participations by CRS staff)	2,976
Responses primarily by telephone	45,442
Selected materials, database searches, and translations	86,363
General (Non-custom) Products and Services	
Products prepared	1,184
Titles available (year end)	7,056
Copies distributed ^b	755,000
New entries placed in CRS information systems	68,651
Seminars, institutes, training (number of events)	355
Congressional Offices Served by CRS (Percentage of Total)	
Members	100%
Committees	100%

Source: ISIS and other CRS data.

a. "Analysis, information and research requests" data include some requests that are not identified in "Custom Products and Services," and vice versa.

b. Data include 290,664 CRS Reports and Issue Briefs within the 85,468 Info Packs distributed.

CRS staff prepared 1,184 new products for general congressional use. These included 1,093 new reports, 59 new issue briefs, 11 new info packs, and 21 new audio briefs and video programs. In response to specific needs of Members and committees of the Congress, about 755,000 copies of CRS prepared products were distributed throughout the year. Of these products, 120,000 were distributed electronically to the Congress.

More than 60 percent of total requests and services were provided immediately. These immediate services included Reference Center direct requests and self-service, Product Distribution Center walk-in requests, and client use of CRS automated services. The CRS Home Page, the Legislative Information System, and the Fax-on-Demand service allow CRS issue briefs and selected CRS reports to be obtained 24 hours a day by the Congress.

OUTLINE OF THE REMAINDER OF THIS REPORT

The remainder of this report describes major CRS activities during FY1997 to maintain the breadth and depth of issue coverage required by the Congress and to provide timely and responsive service. Efforts to streamline reference and information support are noted, as are improvements in information technology. The last section of the report outlines selected management initiatives and planning in FY1997 to enable CRS to better serve the Congress in the future.

II. FY1997 HIGHLIGHTS IN LEGISLATIVE SUPPORT

The year was marked by a diverse range of congressional requests for analysis and information. CRS support to the Congress included responses to inquiries on social and economic policy; law and government; foreign and international security policy; and science, technology, and natural resources. In many cases, depending on the nature of the request and the issue, CRS formed interdisciplinary teams to address congressional concerns that required input from more than one discipline. CRS responded to congressional requests with reports, issue briefs, info packs, and congressional distribution memoranda, as well as tailored responses in confidential memoranda and individual staff briefings and consultations. Other assistance, depending on the nature and timing of the request, included telephone responses and online services, reference and information support, and programs with a public policy focus in the form of seminars, workshops, and institutes on the legislative process.

SOCIAL AND ECONOMIC POLICY

CRS staff responded to requests from Member offices and committees regarding a range of social and economic policy concerns, including the following:

Abortion: When the Congress took up the issue of the use of federal funds for abortion, it called upon CRS attorneys to provide legal analysis and information on various provisions contained in the appropriations measures proposing restriction of these funds. CRS specialists provided technical analysis on medical and public health aspects of this issue as well.

Adoption: CRS assisted the Congress in providing analysis, program and policy expertise, and background information on adoption-related legislation proposals, some of which contained controversial spending provisions and open-ended entitlements. Analysts consulted regularly with the committees of jurisdiction and the Congressional Budget Office in assessing cost estimates of these spending provisions and entitlement changes.

Affirmative Action: CRS attorneys assisted with hearings on a legislative proposal to prohibit racial preferences in federal contracting, employment, and education programs. Analysts addressed the legal issues of federal minority contracting programs and the general legal history of affirmative action in the courts and federal agencies.

American Indian Law: In the context of various provisions of appropriations bills, CRS attorneys provided assistance on different proposals to collect state taxes on transactions within tribal lands, apply federal income taxes to tribal Indian Gaming Regulatory Act revenues, and subject Indian tribes to federal court jurisdiction by waiving tribal sovereign immunity.

Budget Process Reform: CRS supported congressional consideration of budget process reform and control mechanisms to enforce the balanced budget agreement with the President. This support included participation in an interagency seminar for Members and staff of the House Rules

Committee on the current state of the congressional budget process, and briefings and analyses for House Ways and Means and House Rules Committee staff.

Child Health Insurance and Medicaid: CRS formed a children's health insurance team to assess issues such as the new State Children's Health Insurance Program (S-CHIP) designed to expand health insurance coverage of children in low-income families by providing states with matching funds. The Service also reviewed U.S. Bureau of the Census data on children's health insurance coverage and examined the Medicaid federal fund allocation to states. Analysts testified on these issues and helped prepare the conference committee report for legislation on child health care coverage.

Economic Conditions: CRS quarterly seminars tracked economic performance and provided regular updates on economic activity. Economists examined distribution of family income; patterns of job creation; the effects of deficit reduction, of a strong dollar, and of various measures of inflation; as well as legislative proposals to change the consumer price index.

Elementary and Secondary Education Reform: CRS provided support during consideration of initiatives to reform elementary and secondary education, including federal aid for private school vouchers or scholarship programs, both in the District of Columbia and nationwide. In response to the Clinton Administration initiatives to stimulate school reform by developing "voluntary national achievement tests" for 4th grade pupils in reading and 8th grade pupils in mathematics, CRS assisted with analyses of current Department of Education authority and options for eliminating or restricting implementation of these achievement tests.

Government Finance: Economists analyzed the budget deficit, the federal debt and debt limit, federal credit, and federal government financial instruments such as variable-rate savings bonds and inflation-protected securities.

Higher Education Act Reauthorization: During reauthorization of the Higher Education Act of 1965 and development of new postsecondary education tax credits, CRS drew from several major statistical databases and developed a computer model to explore the level of federal student aid and tax assistance that different kinds of families would receive.

Housing: Housing appropriations and authorization bills were tracked in a series of reports prepared throughout the year. CRS staff examined in detail proposals to restructure FHA multifamily mortgage guarantees, problems with Section 8 contracts due to expire, regulations on compensation of "kickbacks" to mortgage brokers, and legislation to expedite cancellation of private mortgage insurance. Background information was provided on programs for the homeless, rural rental housing assistance, and home equity conversion.

Insurance: Economists explored international barriers to insurance as well as trade disputes resulting from those barriers. Work continued on natural disaster insurance in preparation for consideration of the proposed National Disaster Protection Act. CRS staff also examined the industry response to fires at African American churches.

Medicare and Medicaid: Medicare was a major focus of concern of the Balanced Budget Act of 1997. CRS provided information on the level of savings needed to achieve budget objectives, reforms to address the long-term financial problems, the slowing of the growth rate in payments to Medicare providers, the limited increase in coverage for preventive services, and a significant expansion of private insurance plan options available to program beneficiaries. CRS developed and continues to update a model to simulate payment rate changes for Medicare's private plan options.

In support of committee efforts, CRS analyzed the effects of legislative options that would reduce Medicaid's Disproportionate Share Hospital (DSH) payments. CRS contributed a mathematical model showing the effects on each state's payment of various DSH proposals and evaluated other Medicaid proposals.

Monetary Policy: CRS economists continued to track monetary policy and economic performance. Staff examined in detail capacity constraints on economic growth and the history of the gold standard, among other issues.

Patent Reform: Members and staff called on CRS attorneys and analysts for legal and technical opinion as the Congress considered patent law reform and issues concerning patent terms and restructuring the patent administrative process.

Reducing Agency Retirement Costs: CRS worked with the Congress to study ways to reduce costs by revamping the retirement systems of the Commissioned Corps of the National Oceanic and Atmospheric Administration and the Commissioned Corps of the Public Health Service.

Schools: CRS provided information on federal education program and funding formulas to evaluate implications of proposals that would consolidate many federal education programs into broad block grants. Analysts also closely followed the rapid expansion of state charter school programs, conducted state surveys on operations, and provided information on the federal policy implications of these state developments. The information was requested during congressional consideration of amendments to the federal Public Charter Schools Aid Program.

Social Security, Federal Retirement, and Pensions: Social program analysts provided technical assistance and testimony during congressional consideration of the long-range financial condition of the Social Security system, the Social Security Administration's handling of disability benefit programs, federal retiree programs and revisions to achieve budget savings, and simplification and expansion of pension coverage of small employers. CRS retirement specialists assessed the proposal to have the federal government assume responsibility for District of Columbia pensions and the proposal to reform the formula establishing the federal share premiums for federal employees' health insurance.

Taxation: Analysts prepared assessments of many tax issues in the Taxpayers Relief Act of 1997, including capital gains, Individual Retirement Accounts, aviation taxes, per-child tax credits, various expiring tax benefits, recapturing depreciation, estate taxes, home office deduction, tax benefits for education, tax exempt bonds, and health insurance costs of self-employed people. Economists and librarians provided information and assessments of the tax exempt status of credit

unions, employee stock options, farm tax issues, tax credits for unconventional fuels, and export tax subsidies.

Tobacco and Federal Drug Administration Regulation: CRS attorneys and analysts supported congressional committee staff generally and the Senate tobacco team specifically during discussion of the tobacco settlement and the FDA's authority to regulate tobacco. The Congress also requested CRS legal and technical assistance in efforts to reform the FDA.

Vocational Education and Job Training Programs: As the Congress assessed the use of training vouchers and effects of possible changes in state funding formulas, CRS was called upon to evaluate possible compromises in proposed legislation and help resolve technical and substantive issues.

Welfare Reform: The 105th Congress rescinded and modified some of the welfare spending reductions made in 1996. By providing program expertise and analysis, CRS assisted congressional efforts to moderate the impact of a new food stamp program work rule for childless adults. The Service also supported congressional examination of efforts to establish welfare-to-work grants that help states meet work participation rates in the block grant program of Temporary Assistance for Needy Families (TANF), the program that replaced Aid to Families with Dependent Children (AFDC). CRS also developed a new database on state TANF programs incorporating formal TANF plans, new state laws, and pre-TANF waivers.

Other Issues: Other social and economic issues addressed by the Service included overtime pay issues, OSHA regulations and workplace safety, U.S.-China textile trade, Postal Service reform, telecommunications trade, empowerment zones and enterprise communities, and copyright term extension.

LAW AND GOVERNMENT

In addition to working closely with other CRS policy analysts on all issues before the Congress, CRS attorneys, legal experts, and librarians responded to specific congressional queries about governmental, legal, and constitutional issues, including the following:

Census 2000: CRS provided expertise on census and demographic policy to the Congress as it examined proposed follow-up for a sampling of nonresponses and action to correct possible miscounts in the year 2000 census.

Congress: CRS attorneys provided advice on implementation of the Congressional Accountability Act. Attorneys also responded to numerous requests concerning the exercise of congressional investigatory power in the campaign finance probes conducted by both the House and the Senate.

Congressional Organization and Operations: CRS responded to requests for information and analysis from the Congress on congressional reform, costs of Congress, reorganization of administrative offices of the House and Senate, privatization of some functions in both Houses and the Office of the Architect of the Capitol, legislative branch staff levels, congressional travel, and ethics.

Criminal Justice Assistance to States and Localities: A team of government analysts addressed federal crime control assistance and the drug budget, among other topics. The analysts also briefed Members, committees, and staff and assisted with topics such as federal criminal justice funding to state and local governments, local law enforcement block grants, and proposed amendments to, and appropriations sources for, grant programs.

Ethics: CRS provided advice to Members, analyzed proposals under consideration, and testified in public hearings on reform of the House ethics process and complaint procedures. A CRS compilation of ethics laws governing Members and staff of the Senate was included as an appendix in the new Senate Ethics Manual.

Federal-State Issues: A federal-state resource page was developed for use on the CRS Home Page that provides guidance regarding CRS products on federal-state issues, links to relevant Internet sites, and listings of relevant public policy groups, organizations, and associations.

Firearms Control: The Service analyzed specific provisions of the Omnibus Consolidated Appropriations Act of 1997 that extended the gun ownership ban to any person convicted on domestic violence charges, responded to Member inquiries concerning an amendment to restore the school area gun ban following the Supreme Court's decision in *United States v. Lopez*, and conducted a survey of selected state rifle and pistol associations regarding attitudes toward safe gun storage laws.

Interbranch Relations: Analysts assisted House Members in considering new measures to enhance congressional relations with the judiciary and provided assistance on Justice Department appropriations issues.

Juvenile Justice Act Reauthorization: The Service assisted the House Education and Workforce Committee in its review of the Juvenile Justice and Delinquency Prevention Act reauthorization. The support included analyses of the impact of proposed formula changes on juvenile justice grants and the potential effect of eliminating certain Title II grant programs as well as side-by-side bill comparisons on proposed juvenile justice legislation.

Legislative Process: CRS assisted the Congress with programs on the legislative process in general and specific situations for Members and committee staff. Support was also regularly provided during committee meetings, hearings, floor debate, conferences, and at markups. Items attracting congressional attention in FY1997 were expedited procedures, privileges of the House, unfunded mandates, the corrections calendar, and the use of laptop computers on the Senate floor.

Privacy: Work on privacy issues for the Congress included CRS attorney and specialist assistance with side-by-side comparison of encryption legislation for hearings on computer security, and briefings for the House Ways and Means Subcommittee on Social Security staff on privacy concerns associated with the Social Security Administration program enabling Internet access to personal earnings and benefits statements. In preparation for a hearing on financial privacy, CRS provided legal advice to staffs of the House Banking Subcommittee on Financial Institutions and Consumer Credit and the Subcommittee on General Oversight and Investigations.

Privatization and Reinvention: Analysts assisted the House Task Force on Privatization in developing five seminars on aspects of privatization of government agencies, programs, and functions and provided consultation to the Congress on implications of proposals to split the Office of Management and Budget into two separate agencies.

Tax Law: CRS attorneys addressed a variety of tax issues, including double taxation of disability compensation received by some veterans, the Department of the Treasury's proposed changes in the treatment of like-kind exchanges, limitations on state taxation of Internet transactions, and the tax home of Members of Congress and deduction of their travel expenses.

Term Limits: Debate on efforts to limit congressional tenure continued in FY1997, particularly in the House, which considered and voted on a proposed term limits constitutional amendment and various alternatives. CRS provided expert assistance while the Congress prepared for a hearing and markup session on term limits. CRS analyzed key policy, legal, constitutional, and electoral issues related to term limits, as well as options, strategies, alternative approaches, and their potential effects.

Tort Reform: Members called upon CRS for legal assistance in explaining the Volunteer Protection Act and in amending the Federal Tort Claims Act to permit victims of Commerce Secretary Ron Brown's plane crash and similar accidents to recover damages from the government.

FOREIGN AFFAIRS AND INTERNATIONAL SECURITY POLICY

Foreign policy experts and international security analysts responded to congressional requests for assistance on a wide range of topics:

Ambassador Nominations: Specialists prepared about 100 sets of background information and hearing questions for ambassador nominations, often with short deadlines.

Bosnia: CRS provided information and analysis on the role of international organizations in Bosnia peacekeeping, as well as regional and military costs and contributions of the peacekeeping effort. Librarians assisted by gathering documentation related to Bosnia and identifying links to relevant sources on the Internet.

Chemical Weapons Convention: A particularly contentious issue was Senate approval of the Chemical Weapons Convention. The CRS tradition of confidentiality and objectivity was reinforced when CRS provided assistance to both advocates and opponents of the treaty to represent all facets of the debate. Issues examined by CRS attorneys in the context of the chemical weapons convention included the doctrine of belligerent reprisals and constitutional concerns under the Fourth and Fifth Amendments.

China: CRS analysts and librarians supported the Congress during the debate over annual renewal of the Most-Favored-Nation status for China, including examinations of alternatives to the current renewal procedures and of conditions in U.S.-China economic relations. Specialists prepared studies on China's bid to join the World Trade Organization and contributed to a Joint Economic Committee

study on the Chinese economy. Librarians provided a variety of trade statistics through the Internet. CRS also tracked developments in international security affairs on questions of trade and security, human rights, weapons proliferation, weapons testing, and Chinese nuclear strategy. The return of Hong Kong to China in 1997 resulted in high congressional demand for assistance with briefing books and analysis.

Cuba. CRS analysts provided support for a variety of issues in U.S. policy toward Cuba, including the implementation of the Helms-Barton Legislation and legislation introduced to ease sanctions on exports of U.S. food and medicine.

Drug Policy: CRS assistance on drug policy issues was requested during reauthorization of the Office of National Drug Control Policy as well as during the President's annual drug certification process. CRS expertise on international drug trade and policy also was sought by the Senate Caucus on International Narcotics Control, the Senate Judiciary Committee, and individual Members.

Foreign Country Visits: The staff assisted in the preparation of briefing papers and draft questions for congressional study delegations visiting Asia, Europe, Africa, the Middle East, Latin America, and Canada. CRS accompanied congressional delegations to Canada and Africa to provide "on-the-spot" information and policy analysis to Members.

International Finance: CRS provided support on issues pertaining to renewal of authority for the Overseas Private Investment Corporation (OPIC) and the U.S. Export-Import Bank. Experts examined proposals to establish the New Agreements to Borrow (NAB) under the International Monetary Fund and analyzed economic conditions in Russia, Ukraine, and other states of the former Soviet Union.

International Relations and Foreign Assistance: Besides a wide array of anticipatory products, foreign affairs experts offered support to committees in both houses addressing international relations. Issues included foreign policy agency reorganization, foreign operations approaches, controversial international population and family planning programs, new sanctions against countries violating religious rights or supporting terrorism, efforts to redirect U.S. foreign assistance spending, and expanded support for targeted international broadcasting.

Japan and Asia: Analysts continued to study problems in U.S.-Japan trade, including the growing U.S. trade deficit with Japan, the Kodak photo film case, trade in automobiles and automobile parts, and other market access issues. CRS also provided support in exploring the growing trade and finance relationships between the United States and the Asian-Pacific region within the Asian-Pacific Economic Cooperation Forum (APEC).

Mexico: In anticipation of legislative action on the U.S.-Mexico cooperative effort to counter narcotics activities, CRS examined Mexico's counter-narcotics efforts over the past several years, the effect of past U.S. pressures and sanctions, pro-con arguments on pending counter-narcotics legislative resolutions, and the narcotics certification process in Mexico.

NAFTA and Related Issues: Economists investigated the effects of the North American Free Trade Agreement on the U.S. economy as a whole and particularly on labor this year, the third year

of the implementation of NAFTA. Foreign policy analysts also studied issues emanating from the possible expansion of NAFTA to include Chile and the formation of a Free Trade Area of the Americas (FTAA) to encompass the entire Western Hemisphere.

NATO Enlargement: CRS formed several teams of analysts to provide background information on enlarging the North Atlantic Treaty Organization. The teams addressed issues of international politics, military capacity assessment, national security assistance, and cost assessment.

Persian Gulf War Illnesses: House and Senate veterans affairs committees called on CRS to provide information and consultation on the variety of illnesses alleged to have been caused by exposure to harmful chemical agents during service in the Persian Gulf war.

Religious Persecution: In response to a growing number of requests, CRS reported to the Congress on religious persecution in general and specifically on religious practices in China, the Middle East, and Russia. CRS also prepared background information and a study on religious persecution in Russia for a committee hearing, which accompanied consideration by the Congress of possible Russian aid cutoff.

Terrorism: CRS provided in-depth support for Senate and House hearings on the nature and extent of domestic terrorism and protection of Americans from such activity. CRS also examined terrorism provisions included in legislation of the 104th Congress — including the Intelligence Authorization Act of 1996, the National Defense Authorization Acts for 1996 and 1997, the Federal Aviation Act of 1997, and the Omnibus Consolidated Appropriations Act of 1997 — as well as the impact of those provisions and possible amendments.

United Nations Concerns: United Nations funding, reform, and human rights became top foreign policy issues in the 105th Congress. CRS specialists were asked to address UN funding, arrearages, and reform. During congressional deliberations on UN reform, CRS assessed the U.S. role in the UN specialized agencies such as the International Labor Organization (ILO) and the World Health Organization (WHO).

U.S. Armed Forces: CRS specialists analyzed the funding of many expensive weapons systems, completed a major study on U.S. shipbuilding for the Navy, testified at hearings on the naval force structure, provided information on equipment acquisition reform, assessed alleged sexual harassment in the military; examined issues associated with nuclear stockpile stewardship, military readiness, and national missile defense; and analyzed defense spending priorities.

At a jointly sponsored CRS-Joint Chiefs of Staff workshop for Members, the first collaboration of its kind, the Chief and other staff of the CRS Foreign Affairs and National Defense Division and the Chairman of the Joint Chiefs of Staff gave presentations on how the Department of Defense makes decisions to commit U.S. forces overseas, which was of particular interest for Members concerned with continued U.S. military presence in Bosnia. The discussion was led by the Chairman of the Joint Chiefs of Staff and the CRS Director.

War Crimes and Tribunals: CRS provided support for congressional probes on Bosnian and Rwandan war crimes and tribunals.

Other Issues: Analysts responded to congressional interest in Northern Ireland, the Angola peace process, Africa trade and investment, developments in Russia and Central Europe, Iraqi compliance with UN sanctions, the Middle East peace process, and arms sales to the Third World.

SCIENCE, TECHNOLOGY, AND NATURAL RESOURCES

Scientific, technological, and environmental concerns led to numerous congressional requests for information and analysis:

Air Standards and Air Quality Issues: CRS analysts assisted during the congressional debate over revision of National Ambient Air Standards. This debate, coupled with other Clean Air Act issues such as regional haze and vehicle emissions control, could result in reopening the Clean Air Act, whose authorization of appropriations expires September 30, 1998.

Agricultural Trade: Agriculture specialists helped the Congress with controversial trade issues affecting agriculture, such as "fast track" trade legislation, the impact on agriculture of eliminating MFN status for China, emerging U.S. markets in the Asian Pacific Rim, global food security, U.S. trade disputes with the European Union and Canada, and the impact on U.S. agriculture of the GATT Uruguay Round agreement and NAFTA.

Biomedical Research and Applications: Genetic experimentation and medical concerns were among the prominent issues addressed in FY 1997. The Service provided support to the Congress on the cloning of mammals and genetic discrimination. Other assistance covered a range of diseases and medical conditions such as cancer, AIDS, heart disease, and neurological disorders such as Alzheimer's disease. Analysts addressed research programs and their funding, treatment of diseases such as diabetes, prostate cancer, and breast cancer; they also reviewed issues pertaining to the National Institutes of Health and the Center for Disease Control.

Electric Utilities: To assess alternative legislation to restructure the electric utility industry, Members asked CRS to issue several updates of a side-by-side comparison of most electricity restructuring bills in the 105th Congress.

Energy and Water Development Appropriations: CRS monitored FY 1998 funding for water development projects by the Army Corps of Engineers, the Bureau of Reclamation, and the Department of Energy and provided updates for the Congress at every major step in the budget process. Top issues included an Administration request for up-front funding of large construction projects, funding for "privatizing" DOE waste management projects, and the transfer of one of the Department of Energy's environmental programs to the Army Corps of Engineers.

Farm Bill Implementation and Impact: Agriculture analysts helped the Congress measure the effects on the economy and on farm income of the vastly restructured system of farm payments created by the 1996 farm law. The Service helped to review proposed rules implementing new provisions and to refine proposals to complete a comprehensive reform of the agricultural research, education, and extension system that began during 1996 farm bill debate. CRS briefed Members and staff weekly on the contents of the 1996 law and emerging food and agriculture issues and provided

expertise on dairy issues. CRS also provided explanations and definitions for more than 1,700 food and agriculture programs and related laws and terms.

Federal Lands and Resources: Environmental specialists assisted the Congress with natural resources policy, in particular the issues of more funding for federal land purchases, forest management reform, forest roads financing, concessions reform, and possible corporate sponsorship of parks and designated national heritage areas.

CRS attorneys supported the Congress with diverse federal lands and natural resources legal issues, including assistance to the Senate Energy and Natural Resources Committee on appeals of federal land management decisions, analysis of grazing proposals, and legal advice on various executive branch actions such as the designation of the Grand Staircase-Escalante National Monument.

Fish and Wildlife: Fish lesions and fish kills and their possible human health effects occupied environmental analysts as the Congress looked at ways to assist states address the problems. Other congressional concerns and needs for analysis included protection of dolphins during tuna harvests, resumption of commercial whaling by Norway, renegotiation of the U.S.-Canada Pacific Salmon Treaty, and environmental impacts on species listed under the Endangered Species Act, as well as methods to ameliorate the impacts on nonfederal landowners.

Funding Food and Agriculture Programs: CRS assisted with the annual agricultural appropriations and budget review. Analysts described and analyzed the FY1997 and FY1998 Department of Agriculture budget and appropriations issues and legislation, including detailed studies of funding issues for individual program areas such as domestic food assistance.

International Issues: International environmental considerations for which the Congress sought help from CRS analysts included the effect of the U.S. tariff-rate quota on softwood lumber imported from Canada, U.N. designations of "World Heritage" sites and biosphere reserves, and ratification of the Convention on Biological Diversity.

Nuclear Nonproliferation: CRS experts assisted the Congress during the debate on nonproliferation of nuclear weapons and weapon materials, especially issues relating to trade with China. The Service also scrutinized the options involving the Department of Energy's plans for disposing of surplus plutonium and the International Atomic Energy Agency's missions and funding.

Nuclear Waste: As both Houses prepared bills to establish a national temporary storage facility in southern Nevada, CRS analysts assisted with studies on transportation issues that arose because the proposed legislation would authorize unprecedented numbers of waste shipments across the country to Nevada. The Service provided expertise on civilian nuclear waste disposal throughout the debate.

Oil Industry: Oil price volatility prompted congressional requests for information on the markets for crude oil and refined oil products. CRS analysts explained the factors affecting those markets and provided background information and consultation on oil price fluctuations.

Public and Environmental Health: Specialists contributed information on "mad cow disease," food safety and nutrition, environmental cancer risks, and drug abuse.

Research and Development Budgets and Policy: CRS provided information and analysis on such issues as funding for R&D, reauthorization of R&D agencies and programs, implementation of the Government Performance and Results Act (GPRA), mathematics and science education and training, and future directions of U.S. science policy.

Science Education: The Service provided background information in preparation for hearings on science education and reauthorization of the National Science Foundation.

Space: CRS contributed technology expertise on the reauthorization and funding of the National Aeronautics and Space Administration; space stations, including the problems aboard the Russian Mir station; and the Mission to Planet Earth program.

Superfund Reauthorization: Environmental experts supported congressional consideration of Superfund reauthorization; they conducted briefings, consultations, and prepared a section-by-section analysis of the legislation and prepared material on cleanup standards, site issues, and "brownfields" (low-level contaminated sites with the potential for economic development).

Telecommunications and Computers: CRS attorneys assisted the Congress when it focused on foreign ownership of telecommunications licenses by providing legal analyses on the Federal Communication Commission's authority to waive statutory restrictions on the foreign ownership of telecommunications companies. Telecommunications assistance also was provided during legislative consideration of U.S. participation in World Trade Organization treaty negotiations.

The Service prepared overviews of the Internet domain names, next-generation Internet, the year 2000 computer problem, encryption, radio frequency spectrum auctions, and the "V-chip."

Transportation Safety: CRS assisted committees considering programs in pipeline safety, motor carrier safety, intelligent transportation systems, air traffic control systems, and pavement structures research. Other research addressed aviation security, use of airbags in automobiles, traffic fatalities, drunk driving, and school bus safety standards.

Water Policy Issues: The Congress called on CRS for assistance on wetlands delineation and protection; construction, operation, and possible disposal of federal water projects; national flood insurance and its relation to flood control projects and damage relief; and coastal flooding and coastal wetlands protection.

The Nation's drinking and surface water quality remained important congressional concerns. Environmental specialists focused on issues emanating from the Clean Water Act, such as nonpoint source and runoff, that are expected to be the focus of attention when Congress begins addressing reauthorization of the Clean Water Act. The Service also assisted with issues surrounding *Pfiesteria* in the Chesapeake Bay, monitored the Environmental Protection Agency's implementation of the 1996 amendments to the Safe Drinking Water Act, and reviewed sources contributing to the funding of the State Revolving Funds established to assist states and localities.

Other Issues: Other agricultural and environmental concerns that received CRS support were USDA organizational reform, performance planning, and civil rights compliance; and leaking underground storage legislation to broaden states' usage of the Leaking Underground Storage Tank Fund. CRS provided materials on international science and technology programs, training and education in math and science, the use of taggants in explosives, and issues relating to the National Institute of Standards and Technology.

INTERDISCIPLINARY TEAM EFFORTS

For a number of legislative issues that are long-standing and complex, CRS drew on its pool of experts to form teams that could explore the various components of multifaceted topics. Some examples illustrate the kind of support the Service brought to bear on complex issues before the Congress:

Appropriations and the Budget Process: CRS analysts throughout the Service responded to congressional requests for timely assistance on questions of continuing resolutions and amendments to appropriations bills with seminars, in-person briefings, and products addressing points of order in the budget process, consideration of tax legislation, automatic continuing resolutions, deficit reduction lockbox proposals, and the appropriations process in general. Throughout the FY1998 appropriations cycle, CRS reported on each appropriations bill and on appropriations and budget procedures, updated the CRS Home Page and the LIS to include a focus on budget and appropriations information, and worked closely with both the House and Senate Subcommittees on Legislative Branch Appropriations.

Banking and Finance: As the Congress considered overhaul of laws separating banking, securities, and commerce, CRS economists updated materials on the Glass-Steagall Act, regulatory restructuring, and the Community Reinvestment Act. Other work explored the implications of banks operating subsidiaries and unitary thrift holding companies, explained merchant banking, and described experience abroad in mixing banking and commerce.

Attorneys and economists worked closely together to brief committee and member staff on issues pertaining to financial services industry modernization -- how banking and commerce might be regulated, what role credit unions might play, how insurance sales will be regulated by banks, what will happen to the thrift institutions and the thrift institution fund. Congressional efforts to modernize the financial service industry used CRS legal analyses that addressed the insurance sales powers of banks, interstate banking, and the unitary savings and loan holding company exemption. Debate on other banking issues drew on CRS legal memoranda on the legality and potential legal effect of legislative proposals including ATM surcharges, money laundering legislation, Swiss bank holocaust victim accounts, and Senate Banking Committee jurisdiction.

Campaign Finance: Close cooperation among CRS attorneys, analysts, and librarians contributed to the quality and timeliness of assistance on campaign finance issues. These efforts included work on use of foreign money in U.S. elections, examinations of developments in campaign finance practices, and support for congressional investigations into allegedly illegal and improper practices --

all of which contributed to the Senate debate on the McCain-Feingold bill in October 1997. One innovation was an updated summary and comparison of major provisions of every campaign finance reform bill offered in the 105th Congress. Librarians also assembled lists of Internet sites and packets of information pertaining to White House fund-raising controversies.

District of Columbia Revitalization: An interdivisional CRS team of analysts supported Members and committees seeking to restructure the D.C. government and assisted House and Senate appropriating and authorizing subcommittees in their preparation for hearings on legislation to revitalize the District and overhaul its relationship with the federal government. The CRS team contributed to the background and justification sections of relevant committee reports and prepared a multidivisional analysis of both the President's proposal and the D.C. rescue plan as ultimately enacted by the Congress.

Federalism: An interdivisional team tracked legislation having significant impact on relationships between the federal government and the states and devolution of programs and responsibilities to the states. The team updated an examination of the federalism implications of bills reported out of committee or considered on the floor of the House or Senate.

Food and Drug Administration Reform: CRS interdivisional projects brought together attorneys and analysts to serve on teams addressing FDA reform.

Foreign Aid and Foreign Policy: CRS sponsored a multidisciplinary briefing for congressional staff on the foreign aid and foreign policy budget immediately following release of the President's FY1998 budget. A second briefing was held preceding House consideration of the Foreign Policy Reform Act (H.R. 1486), which included foreign aid authorizations and consolidation of foreign policy agencies.

Government Performance and Results Act (GPRA): CRS analysts and technology experts responded to Member and committee questions on components of GPRA, provided support to the House Majority Leader's office, conducted workshops for House committee staff, and prepared a comprehensive handbook of general management legislation applicable to executive branch agencies. CRS analysts reviewed executive agency strategic plans and commented on them. Librarians developed a Web page with active links to GPRA material.

Hong Kong: Nine analysts in four CRS divisions examined Hong Kong's reversion to China and its implications for U.S. interests. The study also had contributions from the Law Library of the Library of Congress.

Immigration: CRS attorneys, foreign affairs analysts, and immigration and welfare specialists coordinated efforts in response to congressional calls for assistance with immigration issues such as the Freedom from Religious Persecution Act. The Service evaluated restoration of Supplemental Security Income (SSI) and other benefits to certain legal aliens and provided information and analysis on the status of Central Americans, vaccination requirements for adopted children, the pending sunset of the visa waiver program, the reorganization of immigration functions handled by the Immigration and Naturalization Service (INS), as well as the naturalization process and the treatment of temporary agricultural workers.

Line Item Veto Act: As the Congress considered the ramifications of the Line Item Veto Act, government analysts helped with the Senate *amicus curiae* brief related to the *Byrd v. Raines* decision, provided expertise on procedural questions and assisted the Senate in preparing a summary sheet on the Act. Numerous issues related to the line item veto required CRS legal assistance, such as the potential impact of the new line item veto law on the proposed Government Shutdown Prevention Act.

Public Printing Reform: CRS assisted congressional staff revising legislation concerning the public printing chapters of Title 44 of the U.S. Code. An interdivisional CRS team was formed during the 104th Congress, worked with the House and Senate and the Office of Management and Budget during the 105th Congress, and contributed to the development of a draft reform bill by the end of FY1997.

Tobacco Settlement Issues: CRS put together a team of experts from diverse disciplines to develop and share information and analysis of tobacco settlement proposals being discussed and expected to be the subject of legislation. The team addressed a wide range of interests affected by the proposed settlements, including tobacco growers and manufacturers, state and local economies, consumer taxpayers, the public health sector, legal institutions, government budgets, and U.S. trade.

Transportation: CRS provided multidisciplinary support during reauthorization of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), including support on highway sanctions and environmental provisions, and assisted with transportation trust fund issues during consideration of the Taxpayers Relief Act of 1997.

U.S.-Mexican Border Issues: U.S. attempts to contend with both legal and undocumented immigration and rising crime along the U.S.-Mexican border generated requests for CRS assistance in identifying issues. CRS foreign affairs, government, customs, and public welfare specialists worked jointly on these issues.

U.S. Trade Policy: A team of CRS economists, environmental specialists, and attorneys analyzed proposals for and implications of renewing Presidential authority to negotiate trade agreements that would receive fast-track congressional consideration. The analyses covered related issues, including the issue of workers' rights and their treatment under fast-track authority. Economists looked at proposals to renew authority for the U.S. Generalized System of Preferences program (GSP) and to extend the same preferential tariff treatment to imports from Caribbean Basin countries that is accorded imports from Mexico under NAFTA.

Other trade-related topics on which CRS assisted the Congress were the agreement to reduce subsidies in the shipbuilding industry, an agreement among members of the Organization of Economic Cooperation and Development regarding foreign investment, proposals to forge closer economic relations with the European Union, the potential effects of the anticipated European Monetary Union, and use of trade sanctions to protect marine resources for marine mammal protection legislation.

Water Resources: CRS attorneys, government researchers, and environmental specialists prepared extensive analysis on a wide range of water policy issues for the House Resources

Committee. Members of the same team prepared a study on congressional committee and executive agency jurisdiction relating to water resource policy.

III. REFERENCE AND INFORMATION SUPPORT

SUPPORT FOR THE CONGRESS

CRS information and reference specialists worked with analysts throughout the year on interdivisional teams addressing health policy issues, the federal budget, trade, and telecommunications, among other topics. These specialists exchanged information and materials with analysts, tracked legislative actions, and developed information products in response to related congressional requests. This work included compiling collections of information to use in responding to requests on, for example, asset transfers necessary to qualify for Medicaid-financed nursing home care, comparison of private contracts to Medicare coverage, and provisions and progress of reconciliation bills.

Librarians worked closely with analysts on all major issues by answering requests for information and providing reference support. Part of this work entailed preparing information on witnesses for congressional hearings and gathering data from numerous electronic sources. CRS librarians created and maintained more than 50 checklists of CRS products on fast-moving issues, such as crime and criminal justice.

Other highlights of information and reference support within CRS include development of an e-mail network to facilitate rapid revision of CRS info packs whose products have been deleted or replaced, compilation of roll call votes for all major tax legislation from 1970 to the present, training to introduce new databases, facilitation with online Internet searches and CD-ROM resources, and development of subject pages for the CRS Home Page.

CRS reference center staff assisted the Congress by providing guidance on use of the CRS Home Page and access to Service products therein. New computers were added to the reference centers to facilitate this access to CRS resources. The Rayburn Reference Center added two computers, for a total of four; the Longworth Reference Center arranged space for a user terminal for the first time; the Senate Reference Center added two computers, for a total of eight; and the La Follette Congressional Reading Room now has nine user computer stations.

The Jefferson Congressional Reading Room, for Member use only, pared its collections of books considerably and became a virtual library in many respects, with great reliance on electronic sources and reduced reliance on reference books. Electronic data made readily accessible to staff librarians enabled rapid, efficient response to information requests.

At the beginning of the fiscal year CRS librarians and automation experts, together with staff from the Information Technology Services Section of the Library of Congress, developed a Web version of the Public Policy Literature (PPLT) database formerly available only on SCORPIO. This CRS database contains bibliographic entries for magazine and journals, monographs, congressional and executive publications, and World Wide Web pages. New formats were added for the short title of legislation and keywords. New software was developed to index issue briefs and databases on the Legislative Information System, and new search screen capabilities were tested. The search screen provides searchers with the ability to combine subjects and other bibliographic data, as well

as to order copies of requested pages easily and quickly. Planned future enhancements include adding searching by date range, optical disk images for full-text retrieval on screen, and the ability to retain retrieved sets. Savings are anticipated in photocopying, delivery, and manpower costs.

The Product Distribution Center, the Service's centralized distribution point for all CRS products, improved responsiveness and efficiency by introducing enhancements in the Service's internal alerting mechanism for announcing new and updated CRS products, refining the Center's workload management, improving quality control, and introducing new staff procedures to ensure more timely access and delivery of products to the Congress.

ASSISTANCE TO CRS STAFF

Newly available software in FY1997 allowed librarians to scan and rapidly retrieve serial invoices when materials are ordered for CRS staff. The new software has reduced the amount of time spent in maintaining paper files and enhanced efficiency in monitoring the overall process.

CRS library services staff, which is responsible for preparation of the Research Notification System (RNS) Projects Catalog, began working closely with the General Accounting Office to draw on its efficient electronic system and software in order to permit CRS to access and add bibliographic terms to new and existing records in the GAO database. GAO now electronically transmits the corrected records for CRS to use in preparing the catalogs.

Subject specialists began using networked software in FY 1997 to create and maintain records for the PPLT and CRSP (CRS products) databases. All staff were trained to use the new software, both for inputting records and for searching. Staff documented and modified workflow procedures and examined ways to streamline the flow of work between different work sites in order to facilitate productivity and thereby increase the number of cataloged records added to the database each day.

A Service-wide review of the CRS database budget was undertaken to determine an accurate baseline for commercial electronic resource expenditures. The review resulted in improved monitoring ability, identification of more efficient processes to determine need, and greater coordination and data sharing among offices.

IV. IMPROVEMENTS IN TECHNOLOGY

CRS endeavored throughout the year to provide efficient means by which to deliver CRS services to the Congress as well as to strengthen research and information tools for Service staff.

A NETWORKED ENVIRONMENT

The fully networked environment within which CRS staff works has enabled the Service to enhance the research applications available to CRS analysts and information specialists within available resources. As federal executive agencies have downsized, with consequent diminished capacity to collect data on the impact of new public policy directives, the Congress has increasingly relied on CRS to build the capability to collect data, store and manipulate it, and perform analyses based on the data. These capabilities allow CRS to integrate large and complex data sets in order to anticipate the consequences of proposed legislative changes to certain government programs.

THE LEGISLATIVE INFORMATION RETRIEVAL SYSTEM

As directed by the Legislative Branch Appropriation Act for Fiscal Year 1997, CRS coordinated the development of a new legislative information retrieval system (the LIS) to support the Senate and the House. The system offers a wealth of information to the Congress and to legislative branch agencies on current legislation, floor action, amendments, the full text of the *Congressional Record*, and links to legislative agency Internet sites. The Senate Committee on Rules and Administration and the House Committee on House Oversight established policies and provided oversight as CRS worked with the Library of Congress Office of Information Technology Services (ITS) to design, develop, and deliver the first release of the retrieval system at the start of the 105th Congress.

At the close of the First Session of the 105th Congress plans were under way to provide links from the LIS to several CRS Home Page sites. CRS continued to work closely with the committees, the officers of the House and Senate, and with congressional users to enhance the system so that it can replace the previous systems by the start of the 106th Congress. The LIS currently links directly to several CRS Home Page sites, including the legislative alert and the budget and appropriations page. CRS electronic products such as the Bill Digest and the Public Policy Literature database are also accessible through the LIS.

THE CRS HOME PAGE

The CRS Home Page, a secure World Wide Web site, makes key CRS services available electronically through the CAPNET. Congressional users can access the full text of CRS issue briefs and selected reports, the weekly legislative alert, and information about CRS seminars and briefings. In FY1997 CRS redesigned its Home Page to increase its utility and "user friendliness" and continues to add more information to it. For example, the Home Page now includes an appropriations page; new resource pages on federal-state issues, budget issues, environment and

natural resources policy issues; legislative reference sources with links to information on the legislative process; and a Library of Congress books catalog.

ISIS

In November 1996 CRS implemented a new system to manage its workload of more than 500,000 congressional requests a year. The new Inquiry Status and Information System (ISIS) is a networked system that provides CRS with tools to enhance its ability to serve the Congress. It features improved capabilities for online assignment of congressional requests by routing requests electronically to relevant CRS divisions and enhanced ability to monitor the status of requests in a timely manner. It also provides significant improvements in the Service's ability to provide quantitative information of interest to congressional oversight committees.

ISIS was the result of a team effort involving staff from CRS and the Library's Information Technology Services office (ITS). The quality of the final system was significantly increased by the high level of involvement of the users. During final testing, CRS and ITS mobilized more than 100 staff to simulate and monitor a typical working day. Plans are under way for the next in a series of releases aimed at further refining this system in FY1998.

Representatives from all CRS divisions formed a Division Advisory Group (DAG) to consult with the ISIS team on enhancements and developments to ISIS. The DAG established and ranked division priorities for the second release of ISIS. Group members reported to their respective division staff on ISIS developments in progress.

LEGISLATIVE ALERT

The legislative alert, a weekly service to the Congress outlining legislation to come to the floor of either chamber in the following week and detailing relevant CRS products of interest, is accessed primarily through the CRS Home Page. Beginning with the first session of the 105th Congress, the legislative alert also was distributed by broadcast fax to Members of Congress and congressional committees each weekend.

An essential component of legislative alert production is a weekly legislative planning process involving input from all CRS divisions. The decision was made to expand this process to include the identification of legislation and issues likely to be a priority throughout the Second Session of the 105th Congress. This decision began a process to ensure that products and services remain legislatively focused and relevant to the congressional agenda. The legislative planning effort is done by the CRS research divisions in consultation with House and Senate leadership.

STUDY OF THE YEAR 2000 PROBLEM

At the end of the fiscal year CRS began to assess the effect of potential computer problems that could occur in the year 2000 and their effect on CRS automated information systems. CRS prepared

a detailed plan for a systematic examination of all applications potentially affected, including hardware and software. The plan establishes target dates for testing and certifying for compliance and includes contingency planning for any disruption that might affect critical systems needed to serve the Congress. The study, which calls for compliance by the end of FY 1998, will analyze and ensure the ability of these systems to correctly process dates beginning with the year 2000.

IN-HOUSE SOFTWARE AND COMPUTER UPGRADING

CRS staff continued to improve technology related to the production, conversion, and distribution of written materials for the Congress. More than 5,000 new or updated congressional distribution products were received for conversion into various electronic formats. Staff developed templates and macros to standardize the format of CRS products, designed an online version of CRS appropriations reports, and maintained an online system for legislative alert products. Staff also made all CAPNET documents available in Portable Document File (PDF) format, created additional legislative links in issue briefs to other relevant materials, and developed an image map for geographical access to issue briefs by country.

All CRS microcomputers were equipped with the Pentium chip, Windows 95, and Windows 95-compatible software, such as Wordperfect 7.0, as a result of a large-scale upgrade of outdated machines in the spring. Staff received training to ensure a smooth transition to these new systems.

A new approach to computer troubleshooting, using more sophisticated "help desk" software and a new utility that enables remote access, enhanced the ability of CRS to respond quickly and effectively to personal computer problems. CRS staff now experience fewer disruptive periods of "down time" on their computers.

V. MANAGEMENT INITIATIVES

During the past several years CRS has undertaken a number of initiatives to ensure that the Service effectively serves the Congress as it conducts its legislative work. CRS has reexamined the effectiveness of its written products, refined methods to ensure security of its information systems, and investigated options for preventing loss of expertise through retirements in the near future.

PRODUCT EFFECTIVENESS

The Service undertook a management initiative near the end of the fiscal year to reexamine a fundamental aspect of its service to the Congress — the quality and effectiveness of its written products. As a result, CRS has renewed and strengthened guidelines to ensure that its products are timely, meet the other CRS service quality objectives of accuracy, confidentiality, responsiveness, and nonpartisanship in areas of interest to the Congress, and support all stages of the legislative process — from conceptualization of legislative proposals to enactment, implementation, and oversight.

Discussions of timeliness led to agreement among CRS managers that in order to inform the legislative process effectively at every stage, the Service must ensure that staff have the capacity to produce quality products in a timely manner. To accomplish this, a new research planning process was developed to ensure that products were available for major legislation likely to receive floor action in the first session of the 105th Congress.

Other efforts near the end of FY1997 included an examination of titles, abstracts, and the numbering system of CRS reports and issue briefs in order to ensure clarity of purpose, define expected cycles for updating, and monitor concise presentation of analyses. Planning also began to design a Web-based system representing a selected collection of written CRS congressional distribution products. The system would organize, retrieve, and provide access to bibliographic data and full text much like the Public Policy Literature (PPLT) database.

SECURITY OF COMPUTER AND INFORMATION SYSTEMS

As part of a CRS-wide effort to identify and characterize security controls and increase awareness of possible vulnerabilities, the Director formed a Systems Security Team (SST) to determine both how and where CRS information and computer systems might be vulnerable to unauthorized access and how the Service should address potential security risks. The specific charge of this team is to undertake a comprehensive assessment of computer and information security needs and to make recommendations to the Director regarding appropriate corrective action, conduct ongoing monitoring of CRS obligations in this area as technology and intrusion capability evolve, coordinate efforts involving the Library's Office of Information Technology Services (ITS), and serve as a response team when incursions or vulnerabilities are detected.

The Service adopted several stringent information security measures, including stricter password requirements, tighter control of all remote access to data stored on its computers, and a framework

for reporting and tracking computer security breaches and subsequent action. CRS consulted with the National Security Agency (NSA) to gain a better understanding of the challenges the Service faces in securing its information environment and worked closely with the Library to coordinate all such security efforts. Other efforts included preparation of a security manual for the CRS staff Home Page and Service-wide training for CRS staff on security objectives and goals.

SUCCESSION INITIATIVE

CRS conducted a staff survey to ensure the availability of continuous policy expertise to the Congress during the next few years when anticipated retirements will occur. The survey examined the scope of the problem and undertook "risk assessment" of the impact of each individual's retirement plan on overall analytic capacity, by subject area, between now and 2006.

As early as the year 2000, CRS will experience diminished capacity in a growing number of subject areas, including civil rights, crime and criminal justice programs, legal analysis of international law, congressional committee operations, executive management and personnel, global climate change and earth science, and defense policy and budgets. After the year 2000, the losses in analytic and research capacity will accelerate. By the year 2006, these losses will affect virtually all areas of legislative support that CRS provides to the Congress; in that year, almost 52 percent of current staff in the Service will be eligible to retire, a consequence of expansion pursuant to the Legislative Reorganization Act of 1970. Following enactment of that law, CRS hired a large percentage of its current staff of subject experts now approaching retirement eligibility.

The first step in managing such a wholesale loss of senior experts — many of whom have spent 20 to 25 years providing expert legislative analysis and research to the Congress — was to develop and implement a continuous process to assess and address the risks to CRS analytic and research capacity. It is particularly important for CRS to address this risk at a time when the Congress is experiencing relatively high turnover in staff and Members, and the public policy challenges facing the Congress are becoming increasingly complex.

The Service examined options for replacing these retiring staff over the next several years, including a succession initiative that would enable new staff to come on board before departure of retiring staff, thereby minimizing loss of subject expertise to the Congress through an "apprenticeship" transition. Within existing resources, CRS has undertaken activities to address the succession problem, including reassignment of staff, details within the Service, and implementation of a program to recruit top graduate students and advanced degree recipients who can serve in internships during the summer. The Law Recruit Program has been successful in bringing entry-level attorneys to CRS and will play a role in the succession initiative efforts. A separate Presidential Management Intern (PMI) Program recruited two candidates to join the CRS permanent staff -- one in income maintenance, one in health care. CRS also began planning its 1998 Graduate Recruit Program to bring to the Service a diverse group of graduate students trained in the most recent disciplines and research methods, thereby adding new expertise and perspectives on issue areas of concern to the Congress. This program offers the possibility of permanent placement after completion of a summer appointment and subsequent receipt of a graduate or postgraduate degree.

APPENDIXES

A. FISCAL 1997 BUDGET, RESOURCES, AND OTHER FUNDING

In FY1997 CRS had an authorized staffing level of 747 FTEs and an appropriation of \$62,641,000. Approximately 90 percent of the budget supported salaries and benefits.

During FY 1997 CRS received six foundation grants, totaling \$498,500. The largest single grant was from the Center for Entrepreneurial Leadership Inc. of the Ewing Marion Kauffman Foundation, which provided \$400,000 for CRS seminars and workshops on economic growth and entrepreneurship and partial support of the CRS Visiting Scholar in Economic Growth and Entrepreneurship program. The Center's grant also helped support the CRS House New Member Issues Seminar and the Senate Policy Orientation for the 105th Congress.

Partial funding for the House New Member Issues Seminar also was provided by grants of \$20,000 each from the Earhart Foundation, the John D. and Catherine T. MacArthur Foundation, and the Teresa and H. John Heinz III Foundation, while the Charles H. Revson Foundation contributed \$13,500.

The Henry M. Jackson Foundation provided \$25,000 to support a series of seminars and workshops in international affairs and defense policy issues for the 105th Congress.

B. HUMAN RESOURCES AND STAFF DEVELOPMENT

Throughout FY1997 CRS worked to increase the diversity of its staff, fill key senior level management positions, and provide training and staff development opportunities.

RECRUITMENT

CRS filled three critical division chief positions. The hiring processes for the positions of Chief of the Education and Public Welfare Division and Chief of the Science Policy Research Division were completed and the position of Chief of the Congressional Reference Division was posted and filled.

A new development in the human resources area was the CRS Summer Employment Program. The major goal of the program was to recruit high-quality graduate students and recent advanced degree recipients for summer employment in order to augment the Service's personnel resources to support the work of the Congress and to evaluate the recruitment, mentoring, and training features of the program for possible integration into the CRS Graduate Recruit Program. The program was widely publicized and more than 400 qualified applicants were identified. Of the 24 people selected for the program, 15 (63 percent) were women and 10 (42 percent) were minorities.

In accordance with its affirmative action recruitment plan goal of providing upward mobility and increasing representation of minorities and women in professional positions, CRS filled one entry-level position and one mid-level research assistant position that were limited to CRS applicants. The Service also filled two policy analyst positions under the Presidential Management Intern (PMI) Program, a government-wide program aimed at recruiting high-quality students who are completing their graduate programs and interested in careers in government. Both of the selectees for the PMI Program were women; one was a minority. CRS also filled 21 permanent positions using the Library's merit selection process and hired 110 temporary staff.

The Service brought in 106 people to participate in gratuitous services programs. These programs provided students and others with the opportunity to learn the disciplines and gain the professional experience of assisting CRS in its mission of providing research and information to the Congress. As in the past, CRS was aggressive and successful in seeking diversity among these gratuitous services participants: 61 (58 percent) were women and 29 (28 percent) were minorities.

TRAINING

Training was given to 661 CRS employees, who received, on average, two training opportunities during the year, with enrollment at CRS sponsored or arranged courses totaling 1,796 for the year. The majority of this training involved automation and other technical-related skills (1,188 enrollees); research skills (298 enrollees); and supervisory skills, communications, and other subjects (310 enrollees).

CRS managers and supervisors at all levels attended a three-day facilitative leadership training program in the spring as part of the Library's effort to enhance management skills and abilities. The training focused on providing managers and supervisors with the tools they need to build more productive relationships in order to make CRS and the Library more effective providers of service.

STAFF RECOGNITION

In FY1997, CRS presented 467 awards to 322 staff members. The Service presented its staff with 8 honorary awards (7 meritorious service and 1 superior service), 54 outstanding performance ratings, 42 quality increases, and 363 special achievement awards.

C. TYPES OF CRS SUPPORT TO THE CONGRESS: RESEARCH SERVICES AND PRODUCTS

CRS has a long tradition of offering objective, timely, and confidential responses to requests for assistance. Several of the ways in which CRS supported the Congress with analytical research and products are described below.

CONGRESSIONALLY DISTRIBUTED PRODUCTS PROVIDING RESEARCH AND ANALYSIS ON LEGISLATIVE ISSUES

Reports for Congress: Reports for Congress, analyses or studies on specific legislative issues of interest, are usually prepared in response to congressional inquiries. Reports on specific issues of concern or interest may take many forms: policy analysis, economic studies, statistical reviews, legal analyses, historical studies, chronologies, bibliographies, and two-page fact sheets. The basic requirements of these and other CRS written products are accuracy, balance and timeliness. CRS analysts define and explain technical terms and concepts, frame the issues in understandable and relevant context, and provide appropriate, accurate and valid quantitative data. A summary appears on the first page. While some work is performed on a confidential basis, the majority of completed studies are produced as CRS reports, and are distributed upon request throughout the congressional community; some are published by committees to ensure broader distribution. Reports are updated as subsequent events occur for topics which are of ongoing interest to Congress. In FY1997 CRS produced 1,093 new titles of its reports; 6,258 active reports were available at the end of the fiscal year.

All short reports — those of six pages or less — can be obtained speedily by fax, through the CRS fax-on-demand system. A sampling of the most popular short and long reports can also be obtained electronically through the CRS Home Page or the fax-on-demand system. (see the next section on electronically accessible products). Additional reports, long and short, are added to the CRS Home Page periodically, especially those covering issues on the Congress' legislative agenda.

Issue Briefs: Issue Briefs, a unique CRS product, are concise briefing papers (15 pages maximum) on issues considered to be of major importance to the Congress. Briefs are available both in printed form, and in the Library of Congress SCORPIO data base in the ISSU (issue brief) file. All issue briefs became available in FY1996 on The World Wide Web Internet Site. They are updated as events unfold; the date on the cover of each issue brief is the CRS confirmation that the information contained therein is current as of the posted date. Briefs provide background information, contain the most recent developments, and analyze options for legislative issues. They frequently describe introduced bills and show the status of current legislation. In many issue briefs a chronology of key events is provided and a short bibliography of further reference listed. Briefs also contain a one-page summary of the issue. Emphasis is on timeliness and brevity in the production of issue briefs. While analytical conclusions on an issue may be drawn, issue briefs, like other CRS products, do not make legislative policy recommendations. There were 59 new issue briefs initiated in FY1997; 194 active issue briefs were available at the end of the fiscal year.

Info Packs: Info packs are packages of background information and analysis composed of CRS reports and issue briefs, selected articles, and bibliographies that become resources for congressional staff to answer constituent requests or provide general background on an issue. Eleven new info packs were developed during FY 1997, and 118 info pack titles were available at the end of the fiscal year.

Congressional Distribution Memoranda: These memoranda are prepared when the interest of a relatively small number of congressional readers is anticipated and when the transiency of the issue and the product makes its inclusion as an advertised CRS product inappropriate. If an issue becomes more important, the product may be recast as an issue brief or a CRS report, as appropriate.

Other CRS Products: Guide to CRS products, update, and CRS weekly update present listings of available CRS products, seminars and workshops and are sent to all Members and committees on a regular basis (respectively, quarterly, monthly, and weekly).

ELECTRONICALLY ACCESSIBLE PRODUCTS AND SERVICES

CRS Home Page (<http://www.loc.gov/crs>): The CRS Home Page provides 24-hour access to an array of CRS services including the full text of selected CRS written products, a weekly "legislative alert," updates and analyses of the annual appropriations legislation, an interactive guide to the legislative process, online registration for CRS seminars, and complete information on other CRS services. The CRS Home Page also offers links to a selection of other Internet sites providing public policy, legislative, legal, and quick reference information. In operation since the 104th Congress, the CRS Home Page is accessible only to House and Senate offices and other legislative branch agencies. During FY 1997 several improvements were made: the Home Page was redesigned using a more graphical approach, a series of reports on the appropriations process was added, and a link was made to a new Internet version of the Library of Congress books catalog, allowing congressional staff to search for and borrow books online.

Legislative Information System (<http://www.congress.gov>): At the beginning of the 105th Congress a new Legislative Information System (LIS) was available for the first time on the World Wide Web. The system is designed to provide Members of Congress and their staff with access to the most current and comprehensive legislative information available. It can be accessed only by the House and Senate and the legislative support agencies. Current plans are to develop the system further over several years. The LIS is being developed under the policy direction of the Senate Committee on Rules and Administration and the House Committee on House Oversight. In addition to CRS and the Library of Congress, the LIS is a collaborative project of the offices and agencies of the legislative branch, including the Secretary of the Senate and the Clerk of the House; House Information Resources, the Senate Computer Center, and the Senate Office of Telecommunications; the Government Printing Office; the General Accounting Office; and the Congressional Budget Office. CRS has responsibility for the overall coordination of the system; the Library of Congress is responsible for its technical development and operation.

Legislative Alert: The legislative alert, a weekly compendium of CRS products relevant to prospective floor action, is available on the CRS Home Page. Beginning in FY1997 it is distributed

by fax to all Members, committees, and subcommittees. The legislative alert is also available through the CRS fax-on-demand system.

Optical Disk: Congressional staff can use special optical disk work stations located in CRS reading rooms and reference centers to identify, view, and print the full text of CRS products and articles from the Public Policy Literature (PPLT) file.

Fax-on-Demand: The CRS fax-on-demand system enables congressional and committee offices on Capitol Hill to have selected CRS products faxed directly to them. The system contains all active short CRS reports (those with six or fewer pages) written since January 1993, full text of those reports, the weekly update, and invitations to seminars.

SCORPIO: CRS and the Library of Congress maintain a computer-based information retrieval system called SCORPIO. While the Congress and CRS increasingly turn to the LIS for information retrieval, SCORPIO continues to be used by congressional staff from terminals located in CRS reading rooms and reference centers, in the Library of Congress, and in most congressional offices. The system is comprised of data bases containing information on legislation, public policy literature, CRS products, bill digests, public opinion polls, books, serials, maps, and other materials available in the Library. Current plans are to retire the SCORPIO system in FY1999, when the LIS fully replaces and exceeds SCORPIO capabilities.

TAILORED RESPONSES TO QUESTIONS

CRS responds to individual questions with custom-tailored service. Frequently this is done by CRS analysts in the form of confidential policy and legal analyses, consultations in person or by phone, individualized memoranda, and briefing on virtually all legislative and policy issues, each tailored to address specific questions directed to CRS by requesting Members and committees.

Confidential Memoranda: Confidential memoranda, which are prepared to meet a specific congressional request, constitute a primary format for CRS written communication. These documents are often designed to meet the needs of the congressional reader with a high level of expertise in a given topic. Most custom memoranda are solely for the use of the congressional requester and are not distributed further unless permission has been given to the initial requester. If the requestor agrees, the memorandum can be made available to a broader audience as per their instruction. Memoranda are often used by CRS attorneys, for instance, to respond to focused inquiries about the legal implications of statutory provisions, proposed legislation, or executive actions. CRS will also prepare "directed writing" that makes a case or incorporates the viewpoints or assumptions of the congressional requester for use in his or her own name. Such directed writing may not be cited as CRS analysis.

Individual Staff Briefings: Individual staff briefings constitute another form of tailored response to congressional inquiries. CRS provides in-person briefings to Members and committees on specific policy issues. These briefings can also focus on international concerns, the legislative process, congressional office operations, committee matters, or general orientation to CRS and the Library of Congress.

Briefing Books: Briefing books are frequently prepared for use by congressional delegations traveling abroad and are collections of materials that support specific purposes of the trip. They contain a variety of materials, including maps, selected prepared products, such as CRS reports, and brief tailored written work, which can contain background and current issues in U.S. relations with specific countries on the trip, as well as suggested questions Members might ask when meeting with government and other officials.

Telephone Responses: Telephone responses to inquiries are an important method of CRS information exchange with the Congress. CRS specialists and analysts are directly accessible by phone; on a given day analysts may respond to from 1 to 25 calls and provide information that may range from a statistic or a name to a short situation briefing or an interactive discussion analyzing alternatives for response to an issue. CRS goals in these instances are to provide expertise, ease of access, and personalized immediate response.

GENERAL SEMINARS AND BRIEFINGS

In March 1997 CRS sponsored its nineteenth Public Policy Issues Institute (PPI). This four-day program provided comprehensive reviews of major issue areas expected to be legislatively active during the upcoming session of the Congress. The PPI seminars had 628 participants.

The semiannual series of briefings by CRS attorneys for Members and staff on current legal issues of interest to the Congress, the "Federal Law Update Series" was presented in March and September.

Other highlights of the year were the well-attended one-day legislative process institutes and the advanced legislative process institute series. Throughout the year, CRS conducted seminars for Members and staff on current policy issues. These seminars feature a combination of CRS and outside experts to explore various facets of an issue. They included public policy seminars on Northern Ireland, encryption, China's military status, forest roads, drug certification, clean air standards, and property rights claims in the court system, among other topics.

In FY1997, CRS held 151 seminars on public policy and the budget process and 13 one-day and advanced institutes on congressional processes. Member and staff attendance at these events totaled 6,475.

CRS held 50 briefings for new congressional staff and 154 briefings on the Service and its functions for congressional interns. The briefings were given to 269 new staff and 4,458 interns.

LEGISLATIVE SUMMARIES, DIGESTS, AND COMPILATIONS

CRS has a statutory obligation to maintain records of its legislative activities, including bill summaries and status. CRS produces an online, daily updated legislative database available to the Congress on the LIS and to the public on THOMAS.

The information prepared by CRS includes summaries, status, *Congressional Record* page references, titles, and subject indexing terms for public bills and resolutions as introduced and amended for each Congress from the current session back to the 93rd Congress (1973-1998). Selected information is identified as "Major Legislation," providing quick access to measures receiving congressional attention. Links provide additional sources of information.

OTHER SERVICES

Audiovisual Products and Services: The Audio-Visual Section undertakes a broad range of projects in support of services to the Congress. During FY 1997 the Service distributed 539 copies of the section's video programs and 207 copies of its audio programs. Audio and video tapes on policy and legislative issues treated in seminars are available through the CRS Product Distribution Center.

CRS also provides two hours of television programming each weekday on channel 6 of the House and channel 5 of the Senate closed-circuit cable systems. April 1997 marked the fifteenth year that CRS provided daily video programming over the congressional cable systems.

Language Support: The Language Services staff in the Foreign Affairs Division provides language support to the Congress through translations of technical documents, newsletters, speeches, and other materials. In-house staff offers assistance with Dutch, French, German, Greek, Italian, Latin, Portuguese, and Spanish. For languages not covered in-house, special arrangements can be made for translations. Staff also assist with protocol in foreign languages, overseas telephone calls, research, and other linguistic services.

Economic Statistics: Stats Line: The CRS Stats Line provides a recorded message, updated weekly, on selected economic indicators: the consumer price index, federal deficit, gross national product, housing starts, the prime rate, public debt, unemployment, and the U.S. merchandise trade balance. CRS has begun developing guides to Internet sites that will provide more focused, detailed, and timely information on these topics.

D. CRS ORGANIZATIONAL STRUCTURE

CRS has established an organizational structure that facilitates flexibility, responsiveness, and coordination. A high value is placed on direct interaction between CRS staff and congressional clients. The Director is assisted in the management of the Service by the Deputy Director, an Associate Director for Finance and Administration, an Associate Director for Policy Compliance, and an Associate Director for Research. These officials, together with the chiefs of the nine research and information divisions, comprise the Service's Research Policy Council.

OFFICES OF THE ASSOCIATE DIRECTORS

The Office of the Associate Director for Finance and Administration maintains oversight over the financial and administrative activities and programs of the Service provided through the Administrative Office; exercises full responsibility for planning and directing the fiscal operations of the Service, including the development of budget estimates, the preparation of justifications of estimates, and the execution of fiscal plans; represents the Director in handling issues involving the Service's status, role, activities, and interrelationships with other Library departments in relevant areas of management; administers the external contracting function; and manages resources for the Service.

The Office of the Associate Director for Policy Compliance, through the Office of Review and the Office of Policy Implementation, plans, develops, and coordinates matters relating to internal CRS policies, particularly as they affect the Service's relationships with congressional clients and other legislative support agencies; provides final CRS review and clearance of all CRS products; ensures that the Service complies with applicable guidelines and directives contained in the Reorganization Act, in statements by appropriations and oversight committees, and in Library regulations and CRS policy statements; and manages the senior-level performance evaluation system within CRS.

The Office of the Associate Director for Research is responsible for evaluation of the research, analysis, and information programs of the Service, especially as they support the legislative activities of the Congress; coordination of research activities Service-wide to ensure integration of the full capacities of the various organizational entities in support of Congress; professional development to augment the knowledge and skills of the staff; introduction, application, and support of appropriate research technology; coordination and management of the external relations of the Service; liaison with other legislative branch support agencies; and oversight of the inquiry receipt and assignment process.

RESEARCH DIVISIONS

Each research division has a small core of managers, most of whom also participate in the research process. The research divisions are staffed by senior specialists (a corps of nationally recognized

experts in their fields) and other specialists and analysts, research assistants, and support personnel. The divisions within CRS are organized by policy fields and by function.

American Law Division

The American Law Division provides legal analysis and information on questions that emerge in the context of the work of the Congress. Division attorneys and paralegals support the Congress in such areas as constitutional law; legal questions relating to tax; international law; congressional ethics; civil rights; environmental law; antitrust; criminal law; parliamentary law; administrative law; and the rights, privileges, and immunities of Members and communities. The division also prepares *The Constitution of the United States of America, Analysis and Interpretation* (also known as "Constitution Annotated"), reports on the work of the Supreme Court, and prepares twice yearly the Federal Law Update series of presentations on current legal issues of interest to Members and staff.

Economics Division

The Economics Division assists the Congress with national and international economic issues, problems, and legislation. Economic topics are addressed within the broad areas of business, industries, transportation, labor, housing, tax policy, government finance, national and personal income, macroeconomics, and international trade and finance. government finance, housing and macroeconomics.

Education and Public Welfare Division

The Education and Public Welfare Division is responsible for most CRS social policy and social program research and analysis for the Congress. Division analysts work closely with committees and Members, at every stage of the legislative process, during the development, consideration, and enactment of legislation. The division's work is focused on education; immigration; health care access, quality, and financing; social security issues and reform; welfare programs and reform; private and public pensions; job training; unemployment compensation and dislocated worker assistance; veterans programs; programs for children and youth; and special programs for the handicapped and the aged.

Environment and Natural Resources Policy Division

The Environment and Natural Resources Policy Division provides support in four interrelated areas: environmental protection, oceans and natural resources management, agricultural policy, and energy policy. In each area division analysts provide expertise on specific programs, statutes, and legislative proposals and on their broader domestic and international implications. Support encompasses new issues, periodic reauthorizations of statutes such as the Farm Bill and pollution control laws, and responses to crises such as oil price shocks, drought, or toxic spills.

Foreign Affairs and National Defense Division

The Foreign Affairs and National Defense Division provides products and requested services on a broad range of U.S. foreign and defense policy concerns and their interrelationships; on specific subjects, such as weapon systems, defense spending, and U.S.-foreign country political, economic, and security relations; as well as on issues such as arms control, arms sales, and foreign economic and military assistance. Division responsibilities also include the foreign and defense policy aspects of drug control, the environment, terrorism, nuclear and conventional weapons proliferation, trade, and other global policy issues.

Government Division

The Government Division generally provides the Congress with expertise on how government works as opposed to expertise in specific federal programs or issues. This expertise covers the organization, operations, and procedures of the Congress and the executive branch; the appointment of federal judges; the federal-state-local relationship; and elections. However, a number of analysts in the division also serve the Congress with expertise in key national programs, including community and regional economic development, minority and Native American programs, civil rights, disaster response, crime, and criminal justice.

Science Policy Research Division

The Science Policy Research Division assists the Congress in the following policy areas: biomedical research and applications, public and environmental health, telecommunications and computers, civilian and defense advanced technologies, space, energy, transportation, global change, science policy, technology policy, and international science and technology. Division responsibilities center on analyses of the implications of scientific, technological, and medical policies and applications for these topics, as well as the roles of science, technology, and medicine in the consideration of legislation on major public policy issues generally.

REFERENCE AND INFORMATION DIVISIONS

Two CRS divisions provide reference and information services such as quick facts (rapid response by telephone), consultative services and information research, assistance with accessing electronic data files, summaries of current legislative issues, lists of CRS products and articles on current topics, books and other materials borrowed from the Library's collections, copies of specific items (journal and newspaper articles, scientific and technical reports, legal and government documents), and bibliographic services, including searches for CRS products and other public policy literature.

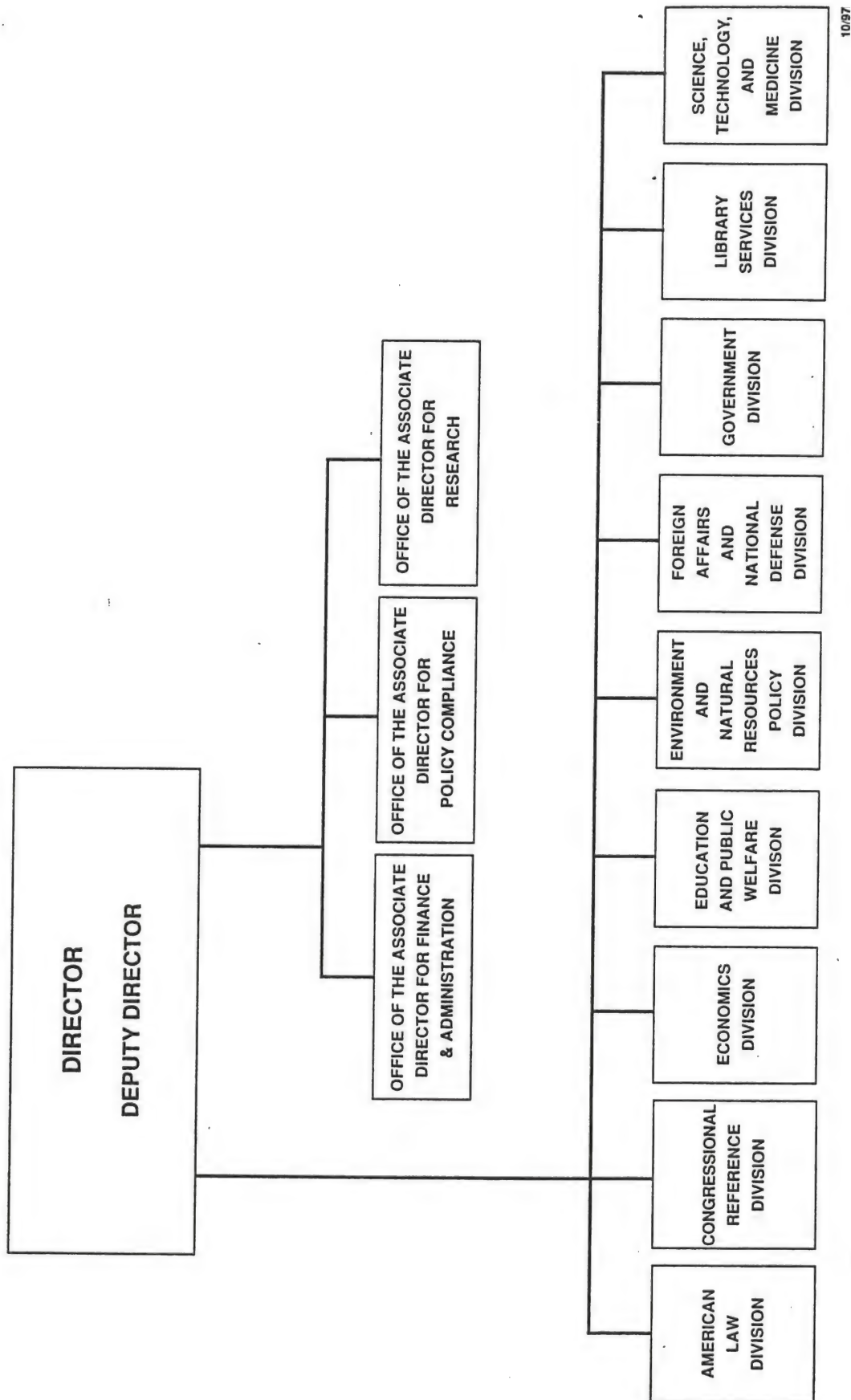
Congressional Reference Division

The Congressional Reference Division responds to requests from the Congress that call for information research and reference assistance in support of oversight activities, hearings, legislation, and representational duties. Staff use written products, standard reference works, automated research tools, and a variety of collections both in the Library and elsewhere to locate information on issues, people, organizations, events, and public policy issues. Information is prepared in a variety of formats, including written reports, tailored packets of information, and electronic files easily accessible through the CRS Home Page on the World Wide Web. The staff in the reading rooms and reference centers provides telephone reference service and in-person consultation on resources available for research projects.

Library Services Division

The Library Services Division provides access to public policy literature through the preparation of catalogs of CRS products, online databases and a legislative indexing vocabulary. Staff responds to congressional requests for reading lists and provides document delivery services for published literature and CRS reports. They perform information support functions for CRS, including the acquisition of books, serials, and government documents; reference service; and collections management.

CONGRESSIONAL RESEARCH SERVICE



**F. LISTING OF ALL SENIOR LEVEL POSITIONS BY TITLE, GRADE LEVEL, BUDGET NUMBER AND INCUMBENT
AT THE BEGINNING AND END OF FY1997**

<u>Position</u>	<u>As of</u> <u>October 1, 1996</u>		<u>As of</u> <u>September 30, 1997</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Director, Congressional Research Service	Statutory Rate	Daniel P. Mulhollan	Same	Same
Deputy Director CRS	SL	Angela Maria G. Evans	Same	Same
Associate Director for Finance and Administration and Senior Specialist in Social and Information Sciences	SL	Susan C. Finsen	Same	Same
Associate Director for Policy Compliance and Senior Specialist in Social and Information Sciences	SL	Hugh L. Elsbree, Jr.	Same	Same
Associate Director for Research and Senior Specialist in American Public Law	SL	Kent M. Ronhovde	Same	Same
Chief, American Law Division and Senior Specialist in American Public Law	SL	Richard C. Ehrlke	Same	Same
Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences	SL	Vacant	Same	Lynne K. McCay ¹

¹Donna W. Scheeder was temporarily promoted to this position 06/23/96 to 10/20/96 and detailed to this position 02/18/97 to 06/16/97. Lynne K. McCay was detailed to this position 10/21/96 to 02/16/97 and temporarily promoted to this position 06/22/97 to 09/27/97. She was promoted to this position on 09/28/97.

<u>Position</u>	<u>As of</u> <u>October 1, 1996</u>		<u>As of</u> <u>September 30, 1997</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Chief, Economics Division and Senior Specialist in Economic Policy	SL	Donald W. Kiefer	Same	Same Same
Chief, Education and Public Welfare Division and Senior Specialist in Social Legislation	SL	Vacant	Same	Same P. Royal Shipp ¹
Chief, Environment and Natural Resources Policy Division and Senior Specialist in Environmental Policy	SL	John L. Moore	Same	Same Same
Chief, Foreign Affairs and National Defense Division and Senior Specialist in International Policy	SL	Charlotte P. Preece	Same	Same Same
Chief, Government Division and Senior Specialist in American National Government	SL	Michael L. Koempel	Same	Same Same
Chief, Library Services Division and Senior Specialist in Social and Information Sciences	SL	Stephanie Williams	Same	Same Same
Chief, Science Policy Research Division and Senior Specialist in Science and Technology	SL	Vacant	Same	Same Eric Alfred Fischer ²

¹Detailed to this position 10/29/95 to 11/09/96. Reassigned to this position 11/10/96.

²Richard E. Rowberg detailed to this position 11/10/96 to 01/05/97. Eric Alfred Fischer appointed to this position 01/06/97.

As of
October 1, 1996

As of
September 30, 1997

Position	Grade	Incumbent	Position	Grade	Incumbent
Senior Specialist in US Foreign Policy	SL	Vacant	Same	Same	Same
Senior Specialist in National Defense	SL	Vacant	Same	Same	Same
Senior Specialist in Social Legislation	SL	Vacant	Same	Same	Same
Senior Specialist in Environmental Policy	SL	Vacant	Same	Same	Same
Senior Specialist in Economic Policy (Transportation)	SL	Vacant	Same	Same	Same
Senior Specialist in American Public Law (International)	SL	Vacant	Same	Same	Same
Senior Specialist in American Public Law	SL	Charles Doyle	Same	Same	Same
Senior Specialist in Taxation and Fiscal Policy	SL	Harry G. Gourevitch	Same	Same	Same
Senior Specialist in American Public Law	SL	Johnny H. Killian	Same	Same	Same
Senior Specialist in American Public Law	SL	Dorothy M. Schrader	Same	Same	Same
Senior Specialist in Library and Information Sciences	SL	Nancy A. Davenport	Same	Same	Same
Senior Specialist in Economic Policy	SL	William A. Cox	Same	Same	Same
Senior Specialist in Economic Policy	SL	Jane G. Gravelle	Same	Same	Same

<u>Position</u>	<u>As of</u> <u>October 1, 1996</u>		<u>As of</u> <u>September 30, 1997</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Senior Specialist in Post-Soviet Economics	SL	John P. Hardt	Same	Same Same
Senior Specialist in Social Legislation	SL	Ruth Ann Stewart	Same	Same Same
Senior Specialist in Social Legislation	SL	P. Royal Shipp ¹	Same	Same Vacant
Senior Specialist in Social Legislation	SL	William H. Robinson ²	Same	Same Same
Senior Specialist in Agricultural Policy	SL	Charles E. Hanrahan	Same	Same Same
Senior Specialist in International Affairs - National Security	SL	Stanley R. Sloan	Same	Same Same
Senior Specialist in International Relations	SL	Robert G. Sutter	Same	Same Same
Senior Specialist in American National Government and Public Administration	SL	Stanley Ira Bach	Same	Same Same
Senior Specialist in American National Government and Public Administration	SL	William W. Ellis	Same	Same Same

¹Reassigned to Chief, Education and Public Welfare Division 11/10/96.

²Detailed to Foreign Affairs and National Defense Division 10/29/95 to 02/23/97.

<u>Position</u>	<u>As of</u> <u>October 1, 1996</u>		<u>As of</u> <u>September 30, 1997</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Senior Specialist in American National Government and Public Administration	SL	Walter J. Oleszek	Same	Same
Senior Specialist in Science and Technology Policy	SL	Richard E. Rowberg ¹	Same	Same
Coordinator of Review and Specialist in Social and Information Sciences	SL	James W. Robinson ²	Same	Vacant
Coordinator for Policy Implementation and Specialist in American Public Law	SL	Douglas A. Warshof	Same	Same
Assistant Chief, American Law Division and Specialist in American Public Law	SL	Vacant ³	Same	Same
Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences	SL	Vacant ⁴	Same	Same

¹Detailed to Acting Chief, Science Policy Research Division 11/10/96 to 01/05/97.

²Retired 05/09/97.

³Thomas Ripy was temporarily promoted to this position 09/15/96 to 01/12/97 and detailed to this position 01/13/97 to 04/12/97. Karen Lewis was temporarily promoted to this position 04/27/97 to 08/25/97.

⁴Lynne McCay was detailed to this position 03/10/97 to 06/17/97. Donna Scheeder was temporarily promoted to this position 06/22/97 nte 10/19/97.

<u>Position</u>	<u>As of</u> <u>October 1, 1996</u>		<u>As of</u> <u>September 30, 1997</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Assistant Chief, Economics Division and Specialist in Economics	SL	Roger S. White	Same	Same
Assistant Chief, Education and Public Welfare Division and Specialist in Social Legislation	SL	Vacant ¹	Same	Same
Assistant Chief, Environment and Natural Resources Policy Division and Specialist in Environmental Policy	SL	John E. Blodgett	Same	Same
Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy	SL	Vacant ²	Same	Same
Assistant Chief, Government Division and Specialist in American National Government	SL	Vacant ³	Same	Same
Assistant Chief, Library Services Division and Specialist in Social and Information Sciences	SL	Vacant ⁴	Same	Same

¹Sharon House detailed to this position 07/07/96 nte 10/28/97.

²Leneice Wu detailed to this position from 03/20/94 nte 11/03/97.

³Sharon S. Gressle detailed to this position 10/13/96 to 11/09/96. Clay Wellborn detailed to this position 09/29/97 nte 01/26/98.

⁴James O. Nelson temporarily promoted to this position 02/02/97 to 06/01/97 and detailed to this position 06/03/97 nte 01/28/98.

Position	As of October 1, 1996		Incumbent	Position	As of September 30, 1997	
	Grade				Grade	Incumbent
Assistant Chief, Science Policy Research Division and Specialist in Science and Technology	SL		Jane Bortnick Griffith	Specialist in Information Technology Policy ¹	Same	Same
Specialist in Information Technology	SL		Vacant	Same	Same	Same
Specialist in American Public Law	SL		Morton Rosenberg	Same	Same	Same
Specialist in American Public Law	SL		Vacant	Same	Same	Same
Specialist in American Public Law	SL		Paul S. Wallace	Same	Same	Same
Specialist in American Public Law	SL		Robert D. Poling ²	Same	Same	Vacant
Specialist in Economic Policy	SL		Vacant	Same	Same	Same
Specialist in Economic Policy	SL		F. Jean Wells	Same	Same	Same
Specialist in Economic Policy	SL		Gail E. Makinen	Same	Same	Same
Coordinator of Division Research and Specialist in Economic Policy	SL		Walter Eubanks	Same	Same	Same
Specialist in Industry and Trade	SL		Dick K. Nanto	Same	Same	Same

¹Reassigned 11/10/96.

²Robert D. Poling died 11/10/96.

<u>Position</u>	<u>As of</u> <u>October 1, 1996</u>		<u>As of</u> <u>September 30, 1997</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Specialist in Environmental Policy	SL	Vacant	Same	Same Same
Specialist in Resources and Environmental Policy	SL	Claudia Copeland	Same	Same Same
Specialist in Environmental Policy	SL	James E. McCarthy	Same	Same Same
Specialist in US Foreign Policy	SL	Vacant	Same	Same Same
Specialist in Foreign Affairs and National Defense	SL	Richard P. Cronin	Same	Same Same
Specialist in National Defense	SL	Vacant	Same	Same Same
Coordinator of Division Research and Specialist in National Security	SL	Leneice N. Wu ¹	Same	Same Same
Specialist in American National Government and Public Administration	SL	Ronald C. Moe	Same	Same Same
Specialist in American National Government	SL	Robert A. Keith	Same	Same Same
Specialist in American National Government	SL	Judith Schneider	Same	Same Same

¹Detailed to Acting Assistant Chief, Foreign Affairs and National Defense Division 03/20/94 nte 11/03/97.

<u>Position</u>	<u>As of</u> <u>October 1, 1996</u>		<u>As of</u> <u>September 30, 1997</u>	
	<u>Grade</u>	<u>Incumbent</u>	<u>Position</u>	<u>Grade</u> <u>Incumbent</u>
Specialist in Economic Policy (Business)	SL	Vacant	Same	Same Same
Coordinator of Division Research and Specialist in Social Legislation	SL	Sharon L. House ¹	Same	Same Same
Specialist in Health Policy	SL	Janet C. Kline ²	Same	Same Same
Specialist in Social Legislation	SL	Karen Spar	Same	Same Same
Specialist in Income Maintenance	SL	Dennis William Snook ³	Same	Same Vacant
Specialist in Education Finance	SL	Vacant	Same	Same Same
Specialist in Immigration Policy	SL	Joyce C. Viallet	Same	Same Same
Specialist in Education Finance	SL	Wayne C. Riddle	Same	Same Same
Specialist in Social Legislation	SL	David S. Koitz	Same	Same Same
Specialist in Income Maintenance	SL	Velma W. Burke	Same	Same Same

¹Detailed to Acting Assistant Chief 01/07/96 nte 10/28/97.

²Detailed to Coordinator of Division Research and Specialist in Social Legislation 01/07/96 to 07/17/97. Detailed to the Office of the Director 07/21/97 nte 11/17/97.

³Reassigned 11/24/96.

Position	As of <u>October 1, 1996</u>			As of <u>September 30, 1997</u>		
	Grade	Incumbent	Position	Grade	Incumbent	
Coordinator of Division Research and Specialist in American National Government	SL	Clay H. Wellborn ¹	Same	Same	Same	
Specialist in Science and Technology Policy	SL	Genevieve J. Knezo	Same	Same	Same	
Specialist in Life Sciences	SL	Vacant	Same	Same	Same	
Specialist in Earth Sciences	SL	Vacant	Same	Same	Same	
Specialist in Aerospace and Telecommunications	SL	Marcia S. Smith	Same	Same	Same	

¹Detailed to Acting Assistant Chief Government Division 09/29/97 nte 01/26/98.

**G. LISTING OF ALL SPECIALIST AND SENIOR SPECIALIST
PERSONNEL ACTIONS IN FY1997**

Eric Alfred Fischer appointed Chief, Science Policy Research Division and Senior Specialist in Science and Technology on 01/06/97.

Sharon S. Gressle was detailed to Assistant Chief, Government Division and Specialist in American National Government from 10/13/96 to 11/09/96.

Jane Bortnick Griffith was reassigned to Specialist in Information Technology Policy on 11/10/96.

Sharon L. House was detailed to Assistant Chief, Education and Public Welfare Division and Specialist in Social Legislation from 01/07/96 nte 10/28/97.

Janet C. Kline was detailed to Coordinator of Division Research and Specialist in Social Legislation from 07/07/96 to 07/17/97. She was detailed to the Office of the Director 07/21/97 nte 11/17/97.

Karen Lewis was temporarily promoted to Assistant Chief American Law Division and Specialist in American Public Law from 04/27/97 to 08/25/97.

Lynne K. McCay was detailed to Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences from 10/21/96 to 2/16/97. She was detailed to Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences from 03/10/97 to 06/17/97. She was temporarily promoted to the Chief position from 06/22/97 to 09/27/97 and promoted to this position on 09/28/97.

James O. Nelson was temporarily promoted to Assistant Chief, Library Services Division and Specialist in Social and Information Sciences from 02/02/97 to 06/01/97 and detailed to this position from 06/03/97 nte 01/28/98.

Robert D. Poling died on 11/10/96.

Thomas Ripy was temporarily promoted to Assistant Chief American Law Division and Specialist in American Public Law from 09/15/96 to 01/12/97 and detailed to this position from 01/13/97 to 04/12/97.

James W. Robinson retired on 05/09/97.

William H. Robinson was detailed to the Foreign Affairs and National Defense Division from 10/29/95 to 02/23/97.

Richard E. Rowberg was detailed to Chief, Science Policy Research Division and Senior Specialist in Science and Technology from 11/10/96 to 01/05/97.

Donna W. Scheeder was temporarily promoted to Chief, Congressional Reference Division and Senior Specialist in Social and Information Sciences from 06/23/96 to 10/20/96 and detailed to this position from 02/18/97 to 06/16/97. She was temporarily promoted to Assistant Chief, Congressional Reference Division and Specialist in Social and Information Sciences from 06/22/97 nte 10/19/97.

P. Royal Shipp was detailed to Chief, Education and Public Welfare Division and Senior Specialist in Social Legislation from 10/29/95 to 11/05/96. He was reassigned to this position on 11/10/96.

Dennis William Snook was reassigned to Specialist in Social Legislation on 11/24/96.

Clay H. Wellborn was detailed to Assistant Chief, Government Division and Specialist in American National Government from 09/29/97 nte 01/26/98.

Leneice N. Wu was detailed to Assistant Chief, Foreign Affairs and National Defense Division and Specialist in International Policy from 03/20/94 nte 11/03/97.

H. LISTING OF ALL SENIOR LEVEL POSITION CHANGES IN FY1997

<u>As of</u> <u>October 1, 1996</u>	<u>Grade</u>	<u>As of</u> <u>September 30, 1997</u>	<u>Grade</u>
Assistant Chief, Science Policy Research Division and Specialist in Science and Technology	SL	Specialist in Information Technology Policy	SL

I. CRS PRODUCTS PREPARED IN FY1997

This bibliography lists CRS Reports to Congress, Issue Briefs, Info Packs, Audio Briefs and video programs first issued or updated during FY1997. Issue Briefs and Info Packs updated and available during FY1997 but released in earlier years are not included in this listing. The list is arranged first by the four areas of expertise in which the Congressional Research Service provides legislative support to Congress. These areas are: Social and Economic Policy; Law and Government; Foreign and International Security Policy; and Science, Technology, and Natural Resources. The list is then arranged by the same alphabetical subject headings used in the CRS Update and the Guide to CRS Products within these four areas. The CRS Products File in the SCORPIO system should be consulted to see the complete list of current and available CRS products.

Congressional users may obtain copies of the listed CRS products by calling CRS at 7-7132 and requesting items by the title and the product number (e.g., 97-628 GOV, IB97006, AB50344, VT97-1330, or IP509J). Video programs, which have a VT product code, are available on loan; the program time is provided after the citation.

This is a list of CRS products available for general distribution to congressional offices. It does not include the many CRS products prepared at the specific request of individual Members of Congress, which are not disseminated further without the permission of the requesting office.

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